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ABSTRACT

The National Education Commission on Time and Learning (NECT&L) is an independent advisory body authorized by Congress by Public Law 102-62, the Education Council Act of 1991. The commission is undertaking a comprehensive review of the relationship between time and learning in elementary-secondary education. This paper summarizes the proceedings of a hearing which studied the cost implications of time use. The following five themes emerged from the discussion: (1) American education in an international context; (2) the reinvention of schools and how to link them to communities; (3) time management; (4) financial implications of extending the school day or year; and (5) year-round schooling as a model. One figure and a list of participants are included. (LMI)

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ED 372 486

EA

HIGHLIGHTS

of the

FOURTH PUBLIC HEARING

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NATIONAL EDUCATION COMMISSION ON TIME AND LEARNING

Santa Monica, California
March 24-26, 1993

EA 025 966

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PREFACE

How can schools help *all* children succeed? With more time available for learning, will educators do more of the same or organize learning differently? Do schools need more time, or can they use the time they already have more efficiently? How can schools be both reformed and reconnected to their communities? These questions and others challenged members of the National Education Commission on Time and Learning (NECT&L) and its guests at a three-day site-visit to California on March 24-26, 1993. The site visit included a formal hearing in Santa Monica and visits to three schools, one each in Oakland, San Anselmo and Los Angeles.

NECT&L is an independent advisory body authorized by Congress by Public Law 102-62, the Education Council Act of 1991. Its members—appointed by the Secretary of the U.S. Department of Education, the President of the Senate, and the Speaker of the House of Representatives—are to present a report to Congress and the Secretary of Education by April 1994. The Commission has been asked to make a comprehensive review of the relationship between time and learning in elementary and secondary education, including international comparisons, the use of time in- and out-of-school, the use of facilities, year-round professional opportunities for teachers, and estimated costs of adopting longer school days and years.

The California meetings are one of a series of site-visits scheduled by the Commission as part of its fact-finding effort. This summary has been prepared to respond to numerous public requests for information on the progress of the Commission's work; copies of the complete testimony of individual witnesses are available from the Commission office.

Milton Goldberg
Executive Director

HIGHLIGHTS

> If there's ever been a time in our nation's history when we must squeeze 100 cents of value from our severely-limited education dollars we must do so now. Mothballing our multi-billion dollar inventory for schools ... for one-fourth of every calendar year is a gross waste of our nation's investment in the education of our children. And the most tragic waste of all is the value lost to our children because we are not making efficient and effective use of our schools year-round to enhance the quality of time and learning!

With that plea, a self-styled "crusader" for year-round schooling, Norman Brekke, Superintendent of California's Oxnard School District, outlined some of the terms of a three-day discussion of time and learning that engaged members of NECT&L with witnesses, administrators, teachers, and students and parents at three schools. Few conclusions were reached at the end of this dialogue. But the volatile and complex nature of the issues before the Commission—the imperative to improve student performance, a consensus that new times require new educational responses, a sense that schools are being asked to do more with less money, and the need to understand time as only one element of improved schools—emerged with greater clarity.

While cost implications of time use was the main topic of the hearing, five themes emerged during the discussion:

- American education in an international context.
- Reinventing schools and linking them to communities.
- Is more time necessary or can available time be better used?
- Financial implications of extending the day or year.
- Year-round schooling as a model.

The Big Picture

From his position as Chief of the Human Resources Division at the World Bank, Stephen Heyneman enjoys a panoramic view of education available to few teachers, administrators, parents, analysts or researchers in the United States. He provided the Commission with a tour of the educational horizon. "Let's focus," he said, "on three facts about education worldwide."

"Fact Number One is that school systems internationally are invariably large and complex, taking up between 4 and 6 percent of Gross Domestic Product worldwide." Education is generally a huge expenditure in most nations. Although the United States prides itself on its large education system, the U.S. is a relatively small place in the great scheme of things. Only five percent of all the students in the world attend school in the United States. There are more students in Indonesia than in the U.S. and Canada combined. Eighty percent of the world total of students can be found in Asia; about 15 percent, in the former communist bloc; and the Organization for Economic Cóoperation and Development (OECD), which includes 24 member countries, accounts for 20 percent.

"Fact Number Two is that, despite large gross expenditure levels internationally, schools are generally poor." The total value of books and non-salary costs in Asia and Africa is less than $1 a year per student.

"Fact Number Three: Schools in non-OECD countries generally make more effective use of their resources than do OECD nations." At the elementary level, the most effective schools, said Heyneman, are in the poorest countries—India, Thailand, and Columbia among them. "The poorer the country, the more powerful the school because of the high value these countries place on education," he said.

Heyneman offered six observations based on his experience with education worldwide:

- Desired educational outcomes are defined differently in different parts of the world. In most places outside the United States, he said, a "well-educated person is a person who is well formed, modest, respectful and polite."

- School choice is available in many places. The former Soviet Union had the "most radical scheme" and it is still in place. The state provides money to parents who chose school and the funds follow the student in three parts: 45 percent to the central state education authority; 45 percent to the local authority; and 10 percent (rising to 15 percent as the student stays in school longer) directly to the parents. Parents can use their portion in a variety of ways, e.g., combine them to finance a special teacher or program, or to "top off" an outstanding teacher's salary.

- Public reports, involving parents, on student progress are effective. In the states of the former Soviet Union, all parents are required to go to the school for a public report on their child's achievement and behavior.

- Teachers salaries and demands for teacher competence are often higher elsewhere. Two-thirds of OECD countries pay teachers more than they are paid in the U.S. In Eastern Europe, beginning salaries are low, but as teachers pass examinations (on subject knowledge, didactics, and practice under scrutiny), salaries double and then double again.

- Economics is a major factor in learning time. In most countries, tough economic times lead to reductions in school time, but in most societies authorities expect no decline in performance. They are confident that people will simply work harder.

- Little systematic information is available on the international dimensions of education. We know little about curriculum, time devoted to specific goals, finance, or outcomes. Available information is mostly based on centralized, public systems in wealthy societies. Compared to agriculture, health and trade, "education stands out in its inability to monitor itself."

Skeptical about the utility of lengthening the school day or year as a means of increasing achievement, Commissioner William Shelton asked Heyneman: "Based on the information you have, does the variable of longer school days account for international differences in achievement?"

Like everything else in a complex world, the answer was not that simple. Heyneman pointed out:

- We know Americans go to school fewer hours.
- They do not appear to achieve at as high a level as students in other countries.
- More time on learning is one way to improve achievement.
- But an important consideration is cultural support for learning. The public overseas values learning, respects education (which is not the same thing), and reveres teachers.
- Many foreign cultures support more time because they support more rigor and are willing to reinforce the importance of schooling in the home.

A 15-year old from Beacon High School confirmed Heyneman's comment about rigor overseas. Zuiho Taniguchi, who has attended school in Japan, told the Commission, "There's more pressure in Japanese schools. Teachers give us lots of work. You hand it in and they give you another sheet to do."

It is a question of which comes first, the chicken or the egg, suggested Commissioner Michael J. Barrett. There is a critical cultural dimension to education, he agreed: "As a legislator, I understand that consensus has to support legislation. But if we wait for the culture to change so that additional time is possible, we will never see the additional time.

"Take civil rights as an example. The Supreme Court did not wait for a consensus to develop in the South in favor of integration. The court simply said the time had come for black kids to attend the same schools as white kids. Our task is not as visible, but it may well be as important to our future. The call for additional time spent on learning is, in essence, a call for cultural change."

Going to War over Time

When it comes to finding additional time for learning, is more time the answer or is smaller better? Proponents of additional time have had to contend with the work of educational theorists and practitioners arguing that time in today's schools is not well used. Opponents of longer days or years argue that considerably more time for learning can be found within the existing calendar by increasing "time on task" through better overall school administration and classroom management.

Howard Lappin, Principal of South Central Los Angeles' James A. Foshay Middle School captured one part of the time on task argument when he declared, "I'm not willing to go to war to lengthen the school day, but I am willing to go to war to change how we use the existing six hours we have."

There are alternatives to lengthening the day and year in order to expand time for learning, suggested Larry Picus of the University of California. Without fully developing the notion or advocating it, he suggested, "We might get more instructional time without increasing the length of the day or the year through administrative devices. For example, assume 150 students and five teachers. Today we group them in six serial class periods throughout the day in groups of 30 students and one teacher. Why not split the day and the total number of students in half? Take 75 students and have five teachers work with them intensively—essentially cut class size in half—for three hours in the morning. Other non-essential learning activities, under adult supervision, can be provided for the other 75 youngsters. Then reverse the sequence in the afternoon. It should be possible to provide much more intense instruction."

Heyneman backed up Lappin and Picus by stating forcefully that the "key task of education in the United States is to make better use of existing time. Your title is the Commission on Time and Learning, not the Commission on More Time and Learning. Although there is a marked difference in the amount of time spent on task in the United States—about 25 hours a week—and other countries such as Japan—about 38 hours a week—the key to the United States being first in the world is not more time, but the massive presence of a shared vision of how to use time."

Despite these strongly articulated views, the conversation among several witnesses and Commissioners revealed doubts that the existing school calendar, or even the school as the locus of learning, adequately addresses the issue of time and learning.

Welcoming the Commission to the Santa Monica Malibu Unified School District, Superintendent Neil Schmidt noted proudly that every school in his district is open from 6:00 a.m. to 6:00 p.m., every day, including summer sessions. Parents and students can take advantage of a wide variety of services, before and after school, including child care and health care screening. "By board mandate," he said, "every school in this district has to set aside at least one classroom for child care needs. Every school.

"You need to worry about several big issues," he continued. "First, schools don't spend nearly enough time worrying about learning outside the school. Second, teaching and administrative staff also need more time. Schools cannot be centers of inquiry for children unless they are also centers of inquiry for the adults in them. We need year-round professional opportunities for staff."

Schmidt's statements received the endorsement of Sharon Conley of the University of Arizona and Jacquelyn McCroskey of the University of Southern California. Referring to a RAND report on time and learning, Conley thought the discussion needed to be recast to include time available for learning both in and out of schools. "Could we," asked Conley, "think in terms of extended time not just at the end or the day or year, but at the beginning of the day, and greater teacher control of their time during the day?" McCroskey estimated that students spend only about "ten percent of all their time in school. Suppose you succeed in driving that up? You might get an additional 3-5 percent. What about the rest of their time?"

"What's your estimate of the educational effects if schools went to a longer calendar?" Chairman John Hodge Jones asked Oxnard's Brekke. "If schools went to a 220- to 240-day school year, would there be a proportionate increase in learning?"

"My professional estimate is based on common sense," came the response. "My guess is that there would be proportionate improvement." Drawing smiles from the audience, he continued, "If

you can't expect improvement from increased time, why not go to a school calendar of 160 days? Clearly time makes a difference."

At another point in the hearing, Brekke pointed out that "at risk" students are the very students most in need of additional time, whether in the form of year-round education or other efforts, and are the least well served by current calendars and a three-month summer vacation. "Every year, we lose three months of school and all of September in review," he said, a sentiment echoed in almost precisely the same words by Schmidt of Santa Monica Malibu and parents, teachers and students at Beacon Day and High schools.

At Beacon, the school year never really ends. The school day is over ten hours long. There is no set vacation period; parents plan vacations to fit their schedules. Since students work at their own rates of learning, they merely pick up where they left off when they return from holiday. Formal tests are rare; students work in teams by ability level, not age; letter grades are unknown in the elementary school; and students spend six to eight hours a week on art, music, dance, drama or martial arts. "There's no summer vacation, so there's extra time to learn," 10-year old Colin Gage told the Commission.

Commissioner B. Marie Byers liked what she saw at Beacon, particularly its emphasis on ability grouping in place of age-graded classrooms and its focus on student self-esteem. "This is really a child-centered school," said Byers.

Don't Look to the World Bank for a Loan

Additional time is not free. It costs money to keep teachers, administrators, and support staff in the building for longer hours during the day, and more days of the year; cash is required, every day, to cover transportation costs of a longer school year and utility and maintenance expenses associated with more intensive use of buildings.

But some evidence suggests that additional costs are within reach, that overall additional costs are perhaps not as expensive as many estimates have indicated, and that creative approaches may save money.

According the University of Southern California's Picus, if the United States decides to move to a *200-day school year and a seven-hour day*, there is every reason to believe the resources to meet the additional costs will be available. Picus' logic ran as follows:

- In constant dollars, real spending on education in the United States increased 200 percent from 1959-60 to 1989-90.
- Although, at first blush, each additional day of schooling appears to cost $1.2 billion nationwide, that estimate is a simplistic pro-rata increase of existing expenditures making no allowance for economies of scale (e.g., most personnel fringe benefits do not increase 100 percent on a daily basis).
- It appears that extending the school day, for one hour for every child for 180 days, will cost between $20.4 and $24.5 billion. Increasing the length of the school year will cost between $869 million and $1.07 billion for each day.
- A seven hour, 200-day, school year would cost an additional $34—$50 billion annually.

Conceding that he was talking about a lot of money, Picus maintained that past increases in education funding and projections from the National Center for Education Statistics indicate the nation can afford the costs. Picus was talking not only about a lot of money but also about a lot of numbers. Members of the Commission had a lot of questions about the numbers. The 200 percent increase is startling, thought Commissioner Denis Doyle. What was that money used for? Picus responded that although a well-known study from the Sandia Laboratory in New Mexico attributed most of the increase to greater costs for special education, he thought other factors were also involved. "My sense," said Picus, "is that it went for different things during different periods." In the 1960s, funds went toward dismantling dual school systems, ending desegregation, and providing programs for the disadvantaged. In the 1970s, programs for students with disabilities and those with limited ability to speak English were mounted. In the 1980s, the need to raise teachers' salaries took pride of place.

How much goes into administration, wondered Commissioner Christopher Cross. Some studies, he said, indicate that only about one-quarter of education funding finds its way to the classroom. "It's a problem of perceptions versus reality," responded Picus. "Los Angeles Unified has a very big central office, but it has a very big school system to worry about. Our estimates are that about 60 percent of operating funds go into instruction and about 40 percent to administration."

"I don't know of any country besides the United States that spends 40 percent of its education funding on administration," interjected Heyneman. "Forty percent is the figure for administration that the states in the former Soviet Union are trying to justify in agriculture. It is thought to be unbelievably high. If you need help financing additional time," he quipped, "don't look to the World Bank for a loan." Picus explained that the 40 percent figure included maintenance and operations, school site leadership, utilities, and student services, in addition to central administration.

Part of the solution to the cost problem, according to Oxnard's Brekke, lies in year-round education (see below). "Does it cost more to operate a school on a year-round education/multi-track schedule? Of course it costs more! Costs increase proportionately. But the only legitimate basis for comparing costs is to compute the *cost per student per year* in each program."

Brekke went on to describe economies of scale in year-round multi-track programs when school capacity usage increased by 15 percent or more. He estimated that the cost per student per year in Oxnard is approximately 5.5 percent ($123) less than required for traditional school calendars. "That does not even count capital expenditures," he stressed. "We estimate that the State of California, with year-round education, can save $1 billion over two years in capital costs due to more efficient use of available facilities."

Another preliminary analysis described by Jane L. Zykowski, California Educational Research Cooperative (CERC) at the University of California, Riverside, supported Brekke's position. CERC developed a cost model to compare traditional (actual) and year-round (simulated) expenditures at 18 school sites. Researchers compared line-item expenditures, facilities use and enrollment capacity, and capital costs.

Stressing the very elementary nature of the model and the many assumptions needed to simulate expenditures and receipts across capital needs, operations, transition expenses and state incentives for year-round schooling, Zykowski provided low and high estimates of savings in year-round education: from savings of $73.98 per student in a school with average daily attendance (ADA) of 1,200 students—savings of perhaps $88,776 annually—to $201.89 per student in a school with an ADA of 1,000—savings of over $200,000 annually.

All in all, the Commission received a mixed message. On the one hand, the costs may not be as high as many think, the nation can probably afford them if it decides to add time for learning, and some cost savings, particularly in areas with dense populations or experiencing rapid enrollment growth, may be achieved through creative use of facilities and calendars. On the other hand, in schools, as in other walks of life, there is still a lot of truth in an old adage: Time is money.

Year-Round Schooling

California is the place to examine "year-round education." Nationwide, more than 1600 public and private schools, enrolling about 1.35 million children are on year-round calendars with the lion's share of both schools and enrollment in the Golden Bear State—about 1300 schools and 1.16 million children. A remarkable 25 percent of California school students are enrolled in year-round programs.

The term "year-round education" covers a lot of ground. According to Oxnard School District's Brekke, the term includes extended school years, "single" and multi-track programs:

- extended programs stretch the instructional year beyond the 180-day calendar;
- single track programs maintain a typical 180-day school year, but break up the three-month summer vacation into several shorter, common, vacations and intersessions; and
- multi-track programs maintain the 180-day school year on multiple schedules, with multiple vacation/intersession breaks.

Most of the discussion at the hearing revolved around multi-track programs. These programs are, perhaps, best thought of as efforts to achieve year-round use of school buildings rather than to extend learning time. A public witness, Charles Ballinger, Executive Director of the Association for Year-Round Education stressed two points before the Commission. First, it is not always possible to extend the learning year in multi-track programs, but he thought learning time could be augmented through such devices as camps and internships. Second, "multi-track approaches are never the educational problem, they are always responses to other problems such as accelerated enrollment growth or spiraling costs."

Howard Lappin of Los Angeles' Foshay Middle School provided the Commission with a solid example of a multi-track program in operation. Foshay sits on the edge of the South Central Los Angeles region that suffered the worst damage during the civil disturbances that broke out in 1992, following the verdict in the intensely watched trial of the police officers accused in the beating of Rodney King. Visitors to the school cannot help noticing the metal bars protecting practically every home, business, and storefront church in the neighborhood, the 8-15 foot chain-link fence shielding the school from its surroundings, and the armed guard at the school door. The visitor cannot help noticing something else too: Inside, the school is an island of tranquillity. The school is clean. The atmosphere is relaxed. Occasional groups of students in the hall are alert and polite. Classes are focused on academic work. "We demand a lot from these kids," said Lappin.

Despite fires near the school during the riots last year, and the presence of a gang in a house across the street, "Here in this school, the students are safe. And they know they are safe," said Lappin. "On the streets, they are worried."

Lappin described his efforts to turn Foshay around since arriving as principal four years ago. Until recently, he said, the school was 90-100 percent African-American. Today, two-thirds of the enrollment is Hispanic, with 50 percent of the students classified as "Limited English Proficiency." "You can tell what is happening in Central America based on how our enrollment changes from month to month," said Lappin. "Just in the last two weeks, 50 new students enrolled, and we have

an 80 percent transience rate annually." Three-quarters of the students' families qualify for public assistance and 97 percent of those enrolled come from low-income families.

When Lappin arrived at the school, Foshay was one of 31 schools in the state defined as "at risk," i.e., the state was threatening to take away its Chapter 1 and bilingual education funding because the achievement of its students was so low: on a scale of 1(low) to 100 (high) in California standings, Foshay stood at 2. Its verbal and mathematics achievement scores on the California Test of Basic Skills (CTBS) were in the 15-20 percent range. The dropout rate annually reached 21 percent. Today, Foshay is not on the "at risk" list; its verbal and math scores on CTBS reach 40 and 60 percent, respectively, and the dropout rate has fallen to 5 percent. Lappin, who is Anglo, and his multicultural staff are clearly proud of what they have accomplished.

Included in the turnaround were several factors: an emphasis on order in the school, site-based management efforts in which the Lappin and the staff make decisions about the school jointly; restructuring; and a year-round/multi-track calendar. The year-round effort has, in essence, created four separate schools within Foshay's walls. (See Figure A for schematic of schedule.) Each of four tracks begins and ends at a different time of the year so that, although students normally spend only 180 days at school, the school facility is used year round. Inter-sessions between school semesters permit students to receive an additional 60 hours (ten days) of instruction if needed.

Moreover, the school operates some Saturday classes for both students and parents, including a joint effort with the University of Southern California—"Neighborhood Academic Initiative"—enrolling 60 students who are guaranteed full assistance to attend the University if they persist and complete the Scholastic Aptitude Test (now being renamed Scholastic Assessment Test) with combined scores of 1000. The joint program requires mandatory Saturday classes for the students *and* their parents. With the assistance of USC, Foshay is also opening a social service center on campus to provide health care screening, pediatric care, a dental van and visits from professionals affiliated with the School of Social Work.

Figure A

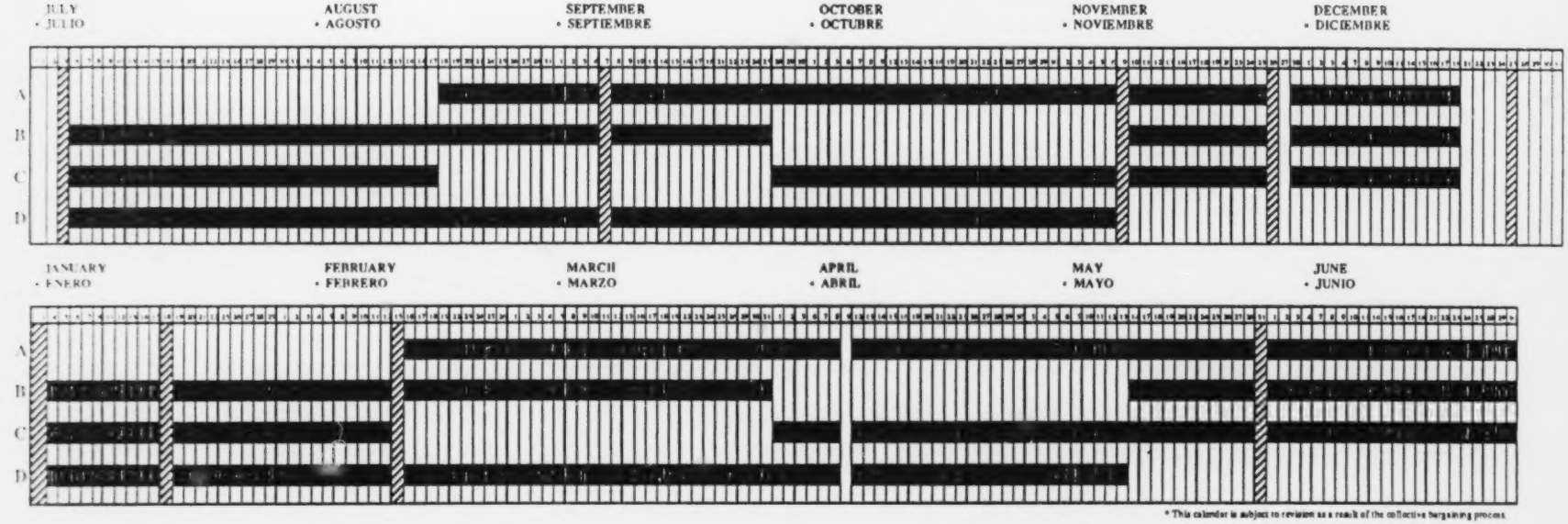
90/30

LOS ANGELES UNIFIED SCHOOL DISTRICT
DISTRITO ESCOLAR UNIFACADO DE LOS ANGELES

HOLIDAY
DIA DE FIESTA

Year-Round School Calendar 1992-93*

CALENDARIO ESCOLAR DE TODO EL ANO 1992-93



* This calendar is subject to revision as a result of the collective bargaining process

Elementary Distinctions. During the course of the three-days, several signs indicated that what is sauce for the goose may not always be sauce for the gander: effective programming at the elementary and middle school years may not work at the secondary level.

Asked about the advantages and disadvantages of year-round education by Vice-Chairwoman Carole Schwartz, Santa Monica Malibu Superintendent Schmidt responded, "I think year-round, multi-track programming is terrific at the elementary school level, but I have serious reservations about how well it works for grades 9 to 12. Even my friend Norman Brekke will acknowledge that Oxnard is a K-8 district."

Leslie Medine, Co-Director of the private Beacon Day School (elementary) and the Beacon High School, also described different approaches to the two levels of schooling. Based on students' developmental needs, she testified, the Day School students attend school 240 days a year, but the high school students attend 215. Both schools are open from 7:30 a.m. to 5:00 p.m., 260 days a year, with teachers teaching for 210 and being paid for 260. Every six weeks at least two teachers are on leave throughout the year, their places taken by eight permanent, full-time, substitute teachers known as "flexes."

Schmidt expressed the view that multi-track programs in secondary schools open up "administrative chaos" as students on different tracks require additional sections of advanced courses (e.g. AP Physics) so that all tracks can take advantage of the same educational offerings. Commissioner Michael Barrett wondered if what he called "this new age tracking" opened up the possibility of exacerbating the problems of "traditional tracking," i.e., segregating students on the basis of tested ability. CERC's Zykowski thought there was: She described special tracks for music, bi-lingual education, and magnet programs in some schools, noting other evidence that students of parents who chose a track close to the traditional school year appeared, in several schools, to achieve at higher levels than students in other tracks.

Commissioner Norman Higgins appeared particularly worried about the possibility that multi-tracking might exacerbate inequities in American schools. "We have to communicate the same set of expectations for all our students," he said at one point. "Right now we don't do that.

One of the things that implies is that in order to change the quality of school time, we have to change what happens in classrooms, hour-by-hour, day-by-day, district-by-district. And we have to do that year after year."

"It sounds to me," concluded Commissioner Barrett, "that what we are hearing is an argument grounded in both developmental theory and pedagogy that we need to think about years of different lengths for different age groups. For that reason, if for no other, elementary students need a longer year."

Not Just a Matter of Time: Reinventing Schools and Communities

Despite the participants' preoccupation with time as a factor in learning, throughout the three days the Commissioners were reminded, and reminded themselves, that time is but one factor, albeit a crucial one, in the complex enterprise of teaching and learning. Real advances in learning, the witnesses appeared to be saying, require reinventing schools to serve their communities. That is often easier said than done.

Sir Francis Drake High School in wealthy Marin County began developing an innovative integrated studies program in 1989-90, according to Program Director Michelle Swanson. Restructuring time was a major element of the new effort, which included:

- freeing up two teachers for a semester to plan the program;
- adding 17 days to the school year, increasing instructional time to 200 days;
- team teaching and common planning time for teachers;
- peer teaching and teaching technologies as integral aspects of the program; and
- restructuring time within the program—three normal school periods were combined into one block of time.

Scott Rosini attends Sir Francis Drake and is enthusiastic about his work in the integrated curriculum. "Its hard to distinguish between work in school and homework because the students budget their own time based on the projects we're working on," he said. "Our projects have

benchmarks which force us to think about how to use our time and also to think about broad ideas and information, not just isolated facts."

But the enthusiasm of students such as Scott Rosini was nearly overwhelmed by the disinterest in the Drake experiment of the school bureaucracy. Swanson described implementation obstacles surmounted only with the assistance of a grant from RJR Nabisco. The school district had little sympathy with Drake's efforts to extend the school year. "Vital functions such as the public transportation schedule (which is changed to meet the needs of the public high schools during the regular year), cafeteria services and school staffing were eliminated. Custodians began their summer clean-up which tore the school part and re-configured it. Everything on the campus indicated to the students, 'the school year is over.' The kids were very clear about the message they were receiving: 'School's over for everyone but you and you have to go an additional 17 days because we say so. We don't really care enough to create the right environment for you, but we've decided you should be in school, so be here.' "

Foshay's Lappin captured the difficulty of changing an individual school within a larger school bureaucracy with the phrase, "God forbid a school should do something on its own." A year-round calendar is only one aspect of Foshay's turnaround, he said. Foshay has also implemented school-based management and has successfully competed for one of 130 state grants for school restructuring, succeeding among 800 applicants. "But despite our effort to restructure and the fact that we are site-based school," he complained, "our school site committee has almost no control over the school's budget. And we really have no control over our staffing—the district hires teachers district teacher-wide. We are eligible for what Chapter 1 calls "schoolwide projects," but the district will not approve it.

"Schools," he concluded, "need to be left alone, but they need to be held to a common district or state framework for results. The truth is that the public schools are not succeeding in large part because we are working with a model of schooling that is no longer valid."

Quite apart from the internal difficulties of restructuring schools, Santa Monica Malibu Superintendent Schmidt lamented the existence of many gaps between schools and other service

agencies in local communities. "We need greater attention to adult and family literacy efforts and to providing every child with a decent start in life," he said pointing to Head Start and Even Start programs as essential. Indirect evidence on this point was offered at a different stage of the hearing by the World Bank's Heyneman. He pointed out that two-thirds of the 3-4 year olds in the poorest states of the former Soviet Union are enrolled in pre-school programs on the theory that investing in children at an early age is better than trying to salvage them as teenagers.

"I come before you as an emissary from another world," said Jacquelyn McCroskey, Professor of Social Work at the University of Southern California. "The assumptions in schools, on the one hand, and those of health care and the social services, on the other, are so different as to make up completely different environments." McCroskey pointed to "a sense of entitlement," isolation from other service deliverers, and hierarchical structure as distinguishing schools from allied institutions in the community. Other service deliverers, she said, "make their programs fit the funding stream available without a sense of entitlement to a figure tied to ADA." McCroskey advocated "school-linked" as opposed to school-delivered social services for all children. "We are not talking about giving up the responsibility for delivering child protective services, for example, to the schools—or even delivering services at the school site—but of working with the schools to see that children receive the services they need.

"But if that is to happen," she continued, "the goals of all the agencies involved—schools, health care, juvenile justice—have to be addressed. If the only outcomes of interest are academic, the other partners will leave the table. We have to make progress in this area," McCroskey concluded. "Right now there is no correlation between the needs of many of these kids and the amount of money devoted to health and social services. The gap between the escalating needs of families and children and the ability of schools to respond is appalling."

"What we are really talking about in all of this," summed up the Beacon Schools' Medine at a different point in the discussion, "is approaching reform not from the point of view of time, or curriculum, or administrative convenience, but from the point of view of what is best for children. We need to ask ourselves several questions. What do kids need? What is the purpose of schools?

In light of those answers, how do we use time? What we are talking about is not building or re-building schools as such, but rebuilding communities."

The Politics of Time. The Commission's site visit provided ample evidence that theories about time usage, management and extension in schools will, sooner or later, come up against difficult political realities of cost, paying for additional time, and labor contracts.

Oxnard's Brekke opened the discussion. Avowing that the United States cannot compete in an international environment with the shortest school year among advanced countries, Brekke pointed out that 86 percent of his budget is devoted to supporting people, and that budget cuts mean cutting people. "Because of funding limitations, I have today in my district only one nurse for 13,000 students and no guidance counselors . So, I will oppose added days until the existing 180-day school year is properly funded."

"Questions of time," testified the University of Arizona's Conley, "cannot be separated out from teachers' working conditions, site-based management, union-management relations, and the need for a culture of cooperation." Noting that conventional wisdom holds that district-wide collective bargaining ties the hands of administrators, she argued that most difficulties could be worked out within the framework of contracts. "A strong collective bargaining agreement and strong cooperation between teachers and administrators are not incompatible," she testified. Conley advocated that local agreements favor career ladders with rewards for the "knowledge and skills" of teachers.

Pointing out that the hierarchy of the schools is today duplicated by the hierarchy of teacher unions, Conley suggested that as school districts decentralize, collective bargaining will have to take place at the school site, within overall bargaining concepts set at the district level. She also noted the development of a new phenomenon: Union representatives at the district level increasingly find themselves out-of-step with new, reform-minded, teachers.

However these issues are resolved, concluded Conley, increasing the amount of time available for teaching and learning has far greater implications for teacher compensation than tinkering with the amount of time currently available. She suggested three major strategies to

respond to the need for additional compensation to meet the demand for additional days: stipends, increased contact days, and supplemental contracts.

Asked by Commissioner Glenn Walker if teacher rewards could not be oriented more to student performance, including pre- and post-testing, Conley reiterated her belief that rewards should be based on knowledge and skills of the teacher. Most members of the Commission appeared to have trouble agreeing. Said Carole Schwartz: "I believe we should base evaluations on student performance. We have the luxury of being able to be visionary, not simply political." William Shelton agreed: "The public doesn't care whether teachers have bachelor's, master's or doctoral degrees. The reality is that if we don't use student outcomes as the measure, society will give us a failing grade."

Next Steps

At the conclusion of the hearing and site visits, the Commissioners met at Chairman Jones' suggestion to plan the next stages of their work. Executive Director Milton Goldberg reviewed several events on the near horizon. William Shelton will host the next hearing of the Commission in Ypsilanti, Michigan on April 29 and 30. On May 13 and 14, the Commission will meet in Washington with leaders of several national standards-setting organizations and also begin thinking about the shape of the final report. In preparation for that meeting, Goldberg assigned some homework, asking each Commissioner to prepare a two or three page statement of the issues to be included in the report. On June 17 and 18, the Commission's meeting will be hosted in Kansas by Glenn Walker, and Norman Higgins and Michael Barrett will host another Commission meeting in Maine and Boston late in September or early in October. Finally, at a meeting with staff at the Japanese Embassy in Washington, embassy officials extended an invitation to the Commission to examine schools in Japan and also suggested a possible source of funds to support such a visit. The staff is looking into that possibility.

MEMBERS OF NATIONAL EDUCATION COMMISSION ON TIME AND LEARNING

John Hodge Jones, *Chair*
Superintendent of Schools
Murfreesboro, Tennessee

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Community and Charitable Activities Volunteer
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Business Roundtable
Chevy Chase, Maryland

Denis P. Doyle
Senior Fellow
Hudson Institute
Washington, D.C.

Norman E. Higgins
Principal
Piscataquis Community High School
Dover-Foxcroft, Maine

William E. Shelton
President
Eastern Michigan University
Ypsilanti, Michigan

Glenn R. Walker
Principal
Clifton-Clyde High School
Clyde, Kansas

HEARING GUESTS AND WITNESSES
(Order of Appearance, March 25-26)

Neil Schmidt
Superintendent
Santa Monica Malibu Unified School District
Santa Monica, California

Norman Brekke
Superintendent
Oxnard School District
Oxnard, California

Jane Zykowski
California Educational Research Cooperative
University of California, Riverside
Riverside, California

Leslie Medine
Co-Director
Beacon Day School
Oakland, California

Michelle Swanson
Program Coordinator
Sir Francis Drake High School
San Anselmo, California

Larry Picus
Center for Research in Education Finance
University of Southern California
Los Angeles, California

Sharon Conley
College of Education
University of Arizona
Tucson, Arizona

Jacquelyn McCroskey
School of Social Work
University of Southern California
Los Angeles, California

Stephen Heyneman
Chief, Human Resources Division
The World Bank
Washington, D.C.

School Site Visits

Beacon High School, Oakland (March 24)

Adrian Bozzolo
Parent

Samara Dictor
Student

Kiel Harkness
Student

Lisa Hotaling
Student

Nathan Inwood
Student

Galen Moore
Student

Daisuke Muro
Student

Rima Ransom
Student

Josh Roth
Student

Oliana Sadler
Parent

Nancy Springer
Teacher

Zuiho Teniguchi
Student

Beacon Day School, Oakland (March 24)

Edd Conboy
Parent

Noah Finneburgh
Student

Julie Fuller
Student

Colin Gage
Student

Lana Harkness
Teacher

Kate Newlin
Student

Jordan Reynolds
Student

Julee Richardson
Parent

Hanna Roth
Student

Judy Yeager
Parent

Sir Francis Drake High School, San Anselmo (March 24)

Bill Purcell
Principal

Jeff Harding
Vice Principal

Gloria Swanson

Drake Integrated Studies Program

Bob Banos
Engineering Academy Teacher

David Bertlesman
Student

Steve Kuever
Communications Academy Teacher

Scott Rostoni
Student

David Sondheim
ROCK Program Teacher

James A. Foshay Middle School, Los Angeles (March 25)

Howard Lappin
Principal

Nora Corbett
Assistant Principal

National Education Commission on Time and Learning

1255 22nd Street, N.W.
Suite 502
Washington, D.C. 20202-7591
(202) 653-5019